

LAND USE ELEMENT

General Overview

The character of any community is comprised of many interrelated factors. Among these, the character of established land uses often stands out as very significant. Aside from affecting the visual character of a community, land use patterns can affect many other aspects of our daily lives. Just a few examples will help to illustrate. The proximity of schools to residential areas affects how many children can safely walk or bike to and from school and how much is spent on busing. The mix of land use types directly affects local property taxes. Along with population levels, land use densities help to influence the number and types of businesses that a community can support. Land use patterns can also affect the cost of providing public services and the cost of housing within a community.

How a community grows can affect the viability and desirability of established commercial centers and residential areas. The way in which residential areas and neighborhoods develop can affect the type of relationships we have with our neighbors, particularly with farmers. Taken together, land use patterns can significantly affect people's perception of a community. Consequently, existing and future land use patterns are critical components of this plan.



Objective of Element

The intent of this element is to provide background information that will help to develop a future land use plan for the Town (Exhibit J-1). Changes in the municipal boundary of the Village resulting from annexations are reviewed, to provide a historical context for the growth of the Village. Existing conditions in the Town are also examined, including the following: land use patterns, the presence of waste disposal sites and contaminated sites, land use conflicts and local real estate forces. Based

on the projections for population and the number of housing units over the next 20 years, the acreage requirements for residential growth are presented along with land requirements for commercial and industrial land uses. Based on the land use projections, different land development scenarios for the Town are presented and analyzed. The end product of this element is the preparation of a future land use plan, which is intended to guide new development and redevelopment over the next 20 years.

Exhibit J-1. Basic Objectives of the Land Use Element

- Identify changes, if any, in the municipal boundary of the village of Cottage Grove.
- Prepare an inventory of existing land uses.
- Identify if there are any places that have been used to dispose of wastes or that have been contaminated with an environmental pollutant.
- Assess local real estate forces.
- Project how much land will be needed to accommodate anticipated growth over the next 20 years.
- Prepare a future land use map based on these projections and on information contained in the Agricultural, Natural and Cultural Resources Element.
- Develop goals and objectives that will accommodate the needs of current and future residents.

History of Annexation

The village of Cottage Grove is the only city or village in the Town. The village of Cottage Grove incorporated as a village in 1924 and has annexed property a number of times. Historically, annexation was done on a rather piece-meal basis in the absence of a long-range plan.

The Village recently completed a Comprehensive Plan that shows the Village annexing lands currently in the Town (Map J-1). Its plan calls for development of 2 regional development areas. These regional development areas are intended to accommodate larger commercial and industrial enterprises. The first is located at the I-94 / CTH N interchange and the second is located south of the Village centered at the intersection of CTH N, Coffeytown Road and Nora Road. Over the next 20 years, the Village's plan envisions annexing over 2,300 acres, which includes both developed and undeveloped land (Table J-1).

Table J-1. Development Areas as Proposed by the Village of Cottage Grove

Time Period	Town Acres	Town Acres	Town Total
	Undeveloped	Developed	
2000 +	306	0	306
2005 +	238	135	373
2010 +	534	81	615
2015 +	355	36	391
2020 +	636	0	636
2025 +	4,907	503	5,410
Total	6,976	755	7,731

Source: Data derived from Map 5 of Village of Cottage Grove Comprehensive Plan (April 2000)

Existing Conditions

Current Land Use

For the purposes of this plan, existing land uses were grouped into general categories for review and analysis. Individual properties were placed into one or more categories based on information obtained from various sources, including a windshield survey conducted during June 2000, recent aerial photographs and other support documents. Map J-2 shows the existing land uses, while Table J-2 describes the various categories and shows the number of acres in each category and as a percent of the total area.

The corporate limits of the Town encompass approximately 21,595 acres. Collectively, agriculture and open space/woodlands account for over 93 percent of the land area. It should be noted that these land use categories also includes farmsteads and homes not located in a subdivision.



Subdivisions account for 2.2 percent of the land area. Most of the subdivisions are located in the northern half of the Town and a few are located in the southwest quadrant of the Town. There are no subdivisions in the southeast quadrant of the Town.

Land classified as park accounts for 330 acres, or 1.5 percent of the total, the bulk of which is a golf course. Each of the remaining land uses account for less than 2 percent of the total. The few commercial and industrial land uses in the Town are located near the Village.

Page reserved for Map J-1. Village growth areas

Page reserved for Existing Land Use -- Map J-2.

Table J-2. Land Use Summary: 2000

Category	Typical Uses	Acres	Percent of Total
Single-Family Residential	single-family detached homes on a single lot	472.0	2.2
Two-Family Residential	any building containing two dwelling units on a single lot regardless of ownership status	1.7	> 0.1
Multi-Family Residential	any building containing three or more dwelling units regardless of ownership status (includes triplexes, four-plexes, apartments, townhouses and condominiums)	0	0
Mobile Home	mobile homes on a single lot or part of a mobile home park	0	0
Commercial	offices	42.2	0.2
Industrial	manufacturing / processing plants of all types, quarries, and gravel/sand pits	226.2	1.0
Wholesaling & Open Storage	mini-storage, wholesale and open storage operations	4.8	< 0.1
Retail	commercial, retail stores	80.2	0.37
Governmental / Institutional Services	municipal buildings, fire stations, community centers, libraries and post offices, schools	7.6	< 0.1
Other Public & Semi-Public Services	hospitals, medical clinics, nursing homes, churches, auditoriums and sports assembly	34.3	0.2
Transportation and Utilities	Public and private Infrastructure such as roads, railroads, utility plants and communication infrastructure	233.7	1.1
Trail	non-motorized pedestrian trail	44.8	0.2
Park	public recreational areas, dedicated open space areas and golf courses, whether public or private	329.8	1.5
Open Space / Woodland	woodlots	3,206.4	14.8
Agriculture	agricultural operations, including farms raising traditional or specialty crops and animals, sod farms, tree farms and nurseries	16,911.3	78.3
Total		21,594.9	100.0

Mid-America Planning Services, Inc.

Note:

Agriculture and Open Space/ Woodland categories include home sites and farmsteads.

The percent total column may not add up to 100 due to rounding.

Waste Disposal Sites and Contaminated Sites

Throughout the state, properties have become contaminated from accidental spills or improper storage or disposal of solid and hazardous wastes. Likewise, there are many sites that have been used to dispose of solid and/or hazardous wastes. The presence of a contaminated site or a waste disposal site in or near a community may have implications for the continued and future use of the site and for adjoining properties.

To determine if any of these sites are located in the Town existing sources of information were reviewed. Table J-3 lists various state registries along with a description of each. It should be noted these registries only contain those sites that have been identified – others may exist that have not been identified. Likewise, these registries are constantly being updated as new sites are added and cleaned-up sites are removed.

Table J-3. Known Waste Disposal Sites and Contaminated Sites: 2000

Name and Description of List or Registry	Number of Sites Within the Town
Registry of Waste Disposal Sites in Wisconsin. A listing of 4,299 sites where solid or hazardous wastes have been or may have been disposed. <i>Inclusion of a site on this list does not suggest that environmental problems have occurred, are occurring or will occur sometime in the future.</i> (The number indicates both active and closed sites.)	5
Bureau of Remediation and Redevelopment Tracking System. This database includes all of the contaminated sites in the state. (The number indicates active sites that have not been reported as closed. Often sites have been closed but not reported as such.)	89
Superfund Sites in Wisconsin – Wisconsin Sites on the National Priorities List (NPL) This registry identifies those sites that are eligible for clean up under the federal Superfund program.	0

Mid-America Planning Services, Inc.

As listed in Table J-3 there are 5 waste disposal sites within the Town. One of these sites is associated with the Hydrite Chemical Company and the other 4 sites are landfills that have been closed. The Town and Village operated a landfill for a number of years off of CTH N and Natvig Road south of the Village.

As reported in the Bureau of Remediation and Redevelopment's database there has been a number of chemical spills in the Town over the years. Although 89 sites are listed as open in the database, most have been cleaned up and closed. The remaining sites are in various stages of clean-up and remediation. The vast majority of the chemical spills have occurred at the facilities of Hydrite Chemical Company and the former North Central Chemical Company.

Contamination from the Hydrite Chemical Company extends from the site to the east. Trichloroethylene (TCE) from the site has entered the shallow groundwater causing concerns about the safety of drinking water. All of the homes in the Town are on private wells and the Department of Natural Resources is requiring that some homeowners in the affected area deepen existing wells to bypass the contaminated groundwater. New wells in the affected area will need to be at least 350 feet deep. As of this date, the extent of the pollution is not precisely known. The Town needs to work with the appropriate state and federal agencies to ensure that the contamination is cleaned up to the extent possible and as quickly as feasible.

Based on what is known as of this writing, it is believed that the localized groundwater pollution will not significantly influence the preparation of the future land use plan. Because the information on these registries is constantly changing, it will be necessary to periodically review these lists in the future.

Land Use Conflicts

Land use conflicts can arise when incompatible land uses are located, or potentially located, in close proximity to one another. People, individually or collectively, may view one of them as incompatible with the other. Localized concerns about the compatibility of certain land uses can vary widely from community to community. The nature of a conflict depends on localized circumstances and the character of the affected individuals or constituents. Conflicts can also develop as demographic characteristics of an area or community change with time.

Regardless of the cause or nature of land use conflicts, they can have significant implications for residents' quality of life and localized real estate market forces. In addition, the presence of land use conflicts in a community can affect the development of options for future land development patterns. It is therefore appropriate to assess the nature or extent of existing land use conflicts within the Town.

At present, there are no substantial aboveground land use conflicts. However, the groundwater contamination from the Hydrite Chemical Company has the potential to create a substantial conflict.

Given the rural character of the Town, with a sizable residential population, there is a potential for a wide range of conflicts. First, extractive sites can negatively affect (e.g. dust, noise and traffic) residential uses if situated too closely. Second, given the trend in agriculture of developing higher density animal operations to improve economies of scale, the potential exists for one of these operations to locate in or near a residential area or for residential uses to encroach on established agricultural operations.

Local Real Estate Forces

The real estate market in the area is generally quite homogeneous and is driven by the economic engine of the Madison metropolitan area. Most of the housing demand has been for lots in subdivisions in rural areas of the Town. Most of the people living in the Town like the rural lifestyle, but also enjoy the cultural and social features of a larger metropolitan area. It is expected that as the region continues to experience growth, the demand for this type of development pattern will only increase.

Commercial and industrial land uses in the Town account for a rather small area. Most of this development occurs in or near the Village. In the absence of a central water and wastewater treatment facility in the Town, this trend of limited commercial and industrial uses is expected to continue.

Future Land Use

Overview

Recognizing that the population of the Town will grow in the future, it becomes necessary to determine how much land should be allocated to accommodate the growth and where the growth should occur and when. The goals and objectives contained in this plan were reviewed for guidance in preparing the future land use map shown at the end of this report. This map will be used to manage growth in the short- and long-term and will form the basis for zoning regulations and other types of development regulations.

Prior to developing the future land use plan, conceptual development plans were prepared to help planning participants visualize and compare different development options. In all, four of these concept plans were prepared and reviewed. The Selected Development Concept Plan is shown at the end of this report.

These development plans consist of discrete development areas that vary in terms of use, size, configuration, location, development timing and relative location to other development areas.

Each of the concept plans had unique differences and relative advantages and disadvantages when compared with the others. In preparing the conceptual development plans the following guidelines, along with the goals and objectives of this plan, were used to delineate the various development areas:

1. minimize the amount of land taken out of agricultural production;
2. avoid environmentally sensitive land such as woodlots, steep slopes, important wildlife resources and floodplains;
3. locate new development in areas with public facilities or in areas that represent a logical extension of those facilities;
4. create a logical development pattern to avoid sprawl and leap-frog development; and
5. avoid or minimize land use conflicts.

Based on the goals and objectives of this plan, a preferred concept was developed and is included here as Map J-3. Using this concept as a template, a specific land use plan was developed as described in the following sections.

Transfer of Development Rights Program

OBJECTIVES

During the 1994 and 1995 Master Plan revision process, the community emphasized their desire to direct new residential development toward areas of existing development (existing subdivisions and the Village of Cottage Grove) and maintain community separation between the Village of Cottage Grove and the City of Madison. The community also emphasized a desire to allow owners of farmland to capture a reasonable development value from their land. In an effort to achieve these multiple and sometimes conflicting goals, the Town established a transfer of development rights (TDR) policy in 2000 that permits voluntary transfers of development rights from defined sending areas to defined receiving areas. This policy allows for transfers of development rights via private transactions between willing sellers and willing buyers provided that such transfers occur in accordance with the standards established in the TDR Policy.

STAGE 1: PILOT PROGRAM

To initiate the Town's TDR policy, a Pilot Program for transfer of development rights was conducted in 2000-2001. The Pilot Program was used to understand the interests of the private parties, the County and the Town; clarify the process by which receiving and sending areas would be designated; develop a method to document the designation and transfer of development rights, consider options for determining transfer ratios; and design documents and procedures to implement the TDR Program.

The initial transfer ultimately involved 2 sending areas:

- (1) Schroeder Farm. One sending area was comprised of 119 acres of farmland (zoned A1-EX) located at Nora and Earlwyn Roads in the southwest corner of section 26 of the Town of Cottage Grove. This sending area was owned by Virgil and Joan Schroeder ("Schroeder Farm"). The Schroeder's' farm was located within those areas described by the Master Plan as being important for long-

What is a TDR Program?

In the town of Cottage Grove, the TDR Program means that owners of land in a "sending area" may sell their "development rights" to owners of land in a "receiving area," farmland and rural character are better preserved, farmers are better compensated, and development is directed to suitable areas.

term agricultural and rural character preservation and was therefore appropriate for sending area designation.

- (2) Swalheim Farm. The other sending area was owned by Duane P. Swalheim (“Swalheim Farm”). This farmland (zoned A1-EX) consisted of 2 parcels located in the southwest corner of section 27 and the southwest corner of section 34 in the Town of Cottage Grove. The Swalheim farm was also located within those areas described by the Master Plan as being important for long-term agricultural and rural character preservation and was therefore appropriate for sending area designation.

The designated receiving area was a 20-acre parcel (zoned RH1) located on CTH BB just east of CTH N in section 10 of the Town of Cottage Grove. The receiving area was owned by Gary and Sharon Buckley (“Buckley Property”). This parcel met the criteria regarding soil quality, adjacent uses and long term land use goals appropriate for receiving area designation.

The development rights transferred were based on the Residential Development Unit or RDU System established in 1982. (See Stage 2 below for a detailed description of the RDU System.) The transfer ratio for the Pilot Program was 2:1. That is, 2 residential development rights were granted within the receiving area for each development right purchased from a sending area.

A “Grant of Limited Conservation Easement, Transfer of Development Rights and Deed Restrictions” (“TDR Easement”) was then recorded in the sending areas. This TDR Easement permanently documents the development right transferred under the TDR Program, places development restrictions on the agricultural property in the sending area and establishes specified rights for the Town and County.

STAGE 2: COMPREHENSIVE PLAN PROGRAM

Following completion of the Stage 1 or Pilot Program, the Town entered into the Stage 2 or Comprehensive Plan Program. This second stage of the TDR Program builds on the previous effort and firmly establishes the TDR Program in the Town of Cottage Grove.

TDR Program Uses The Residential Dwelling Unit (“RDU”) System. When the Town of Cottage Grove adopted Exclusive Agriculture Zoning on May 15, 1982, the Town also began to use a “Residential Dwelling Unit System” or “RDU” System. Under this System, there are both transferable and nontransferable RDUs. Only transferable RDUs qualify for use in the TDR Program.

Only parcels exceeding 35 acres are granted transferable development rights or transferable RDUs. Table J-4 defines the number of transferable RDUs that are assigned based on the size of the parcel.¹ It should be noted that the size of the parcel is governed by two rules. First, the size of the parcel shall be expressed in whole numbers (no rounding of fractions). For example, if a property owner has a 69.89-acre parcel, it is considered 69 acres for the purpose of determining the allocation of RDUs. Second, the parcel size is based on the gross area, which may include easements for roads, utilities and the like.

¹ For parcels located in an area designated on the future land use map as commercial or as agribusiness, no RDUs will be granted in that they are designated for a higher use with a higher value which the landowner will be able to capture upon development. However, those properties in these two districts that are not identified for development until after 2020, are entitled to use their RDUs.

**Table J-4. Allocation of Residential Dwelling Units
Based on Size of Parcel as of May 15, 1982**

Size of Parcel (Gross)	Residential Development Units (RDUs)
35 acres or more but less than 70 acres	1
70 acres or more but less than 105 acres	2
105 acres or more but less than 140 acres	3
140 acres or more but less than 175 acres	4
175 acres or more but less than 210 acres	5
210 acres or more but less than 245 acres	6
245 acres or more but less than 280 acres	7
280 acres or more but less than 315 acres	8

Note: The one lot per 35 acres is meant literally with no fractions allowed.

There is an additional type of RDU that is not transferable. This type of RDU was created when the Town adopted its Master Plan in 1981. Property owners that have owned their property continuously since January 1, 1981², are granted one additional RDU for each residence, provided it is used to create a parcel for that residence so that it can be sold. Unlike RDUs that are based on acreage, this RDU is not transferable to a subsequent owner and must be used prior to January 1, 2011. The type of RDU cannot be transferred under the TDR Program. It is essential to understand both types of RDUs to make sure they are used correctly under the TDR Program.

Calculating Both Types of RDUs and Using RDUs Under the TDR Program. Transferable RDUs are the “development rights” that may be transferred under the TDR Program. For example, an owner with 2 transferable RDUs (that is, RDUs based on parcel size) may use the RDUs to build two single-family residences or 1 duplex on the owner’s property. In the alternative, the owner can build 1 residence and sell the remaining “development right” to another person who can use it in a “receiving area” in the Town, as provided in the TDR Program.

The following is an example of calculating both types of RDUs under the RDU System, and then using transferable RDUs under the TDR Program. A person who owned 75 acres with 1 residence continuously since before 1981 is entitled to 2 RDUs based on acreage and 1 RDU to create a parcel to sell the residence. If the owner used all of these RDUs on the property, 4 parcels could result from this one tract – 3 would be for residential purposes and the remaining lot would be for agricultural purposes. The parcel for the existing dwelling could be up to 10 acres and the 2 other residential lots would be 2 acres or less. Assuming that 14 acres would be converted to residential uses, the agricultural parcel would be 61 acres, or roughly 81 percent of the original parcel. In this case, a deed restriction would be filed to run with the land to ensure that it could not be used for residential purposes in the future. In the alternative, the owner could create one parcel for the existing dwelling, create one agricultural parcel and have 2 transferable RDUs to sell under the TDR Program.

Buyer Beware: RDU’s Run With The Land and Should Be Verified. RDUs are associated with a particular parcel of land, rather than a particular landowner. Therefore, RDU’s are said to “run with the land.” The size of the parcel only sets the initial number of RDUs that were allocated to the parcel. Once the RDUs associated with a particular parcel on May 15, 1982 are used, no further land divisions are available under the RDU System. Therefore, a person purchasing land in the Town should verify whether the sale includes any RDUs or if the seller has already used them.

Inventory of RDUs. As part of the preparation of this plan, the Town conducted an inventory of RDUs. A written record was established so there would be a more accurate accounting of those properties and landowners with eligible RDUs. This inventory may be of use as landowners consider the transfer of RDUs under the TDR Program.

² January 1, 1981, corresponds to the date when the Town adopted its master plan.

Table J-5. Existing Residential Development Units (RDUs) by Land Use District

District	Approximate Number	Percent of Total
Agriculture	206	58.5
Conservation Residential	97	27.6
Medium-Density Residential	2	0.5
High-Density Residential	24	6.8
Commercial	15	4.3
Agribusiness	3	0.9
Open Space	5	1.4
Total	352	100

Source: Town of Cottage Grove

Notes: As of April 2001

As of April 2001, there were approximately 350 valid RDUs. Table J-5 shows the approximate number of RDUs in each of the land use districts. Nearly 60 percent are situated in the Agricultural District and nearly 30 percent are found in the Conservation Residential District.

TDR Program Procedures. The guidelines for implementing the TDR Program established by this Comprehensive Plan have been developed by the Town of Cottage Grove in consultation with the County. Implementation guidelines set forth procedures for property in the sending and receiving areas, miscellaneous provisions and draft documents that provide reasonable assurance of the following:

- (1) To assure that those interested in participating are more accessible, a list will be maintained at the Town Hall for owners interested in selling development rights under the TDR Program;
- (2) To assure that the conveyance of development rights is properly tracked on the sending area property, the development rights are in fact conveyed and the sending area property is deed restricted, a “Grant of Limited Conservation Easement, Transfer of Development Rights and Deed Restrictions” (“TDR Easement”) shall be executed and recorded in the sending areas when a development right is sold under the TDR Program.
- (3) To assure that zoning and land division review is completed, review procedures shall be set forth for the receiving area property.
- (4) To assure that the sequence of approvals is appropriate, miscellaneous provisions shall be developed to make sure that the Plat is not approved without first obtaining the development rights and that the TDR Easement is recorded.

Current procedures are set forth in Town of Cottage Grove Ordinances 15.15, and may be amended by the Town Board provided that the 4 areas above continue to be addressed.

Designation of Sending and Receiving Areas

There are 2 land use districts that are considered “Sending Areas” and 3 land use districts that are considered “Receiving Areas.” The Sending Areas are designated on Map J-4 as “1.Agricultural” and “8.Open Space/Park.” The Receiving Areas are designated on Map J-4 as “2. Conservation Residential,” “3. Medium Density Residential,” and “4. High Density Residential.” In order for development to occur in a Receiving Area, the Developer must meet all qualifications of that area and have the appropriate number of RDUs or development rights. Development rights or RDUs may already be associated with a particular piece of property or may be transferred from Sending Areas to Receiving Areas as provided in the TDR Program.

Transfer Ratios

Transfer ratios are as provided for in Table J-6 at the specified rates. An incentive is built in so that landowners in the more rural areas have an incentive to transfer their RDUs to another

Sending Area	Receiving Area		
	2.	3. Medium	4. High
	Conservation Residential	Density Residential	Density Residential
1. Agricultural	2	3	4
8. Open Space/Park	2	3	4

district where development is generally more appropriate. For example, a property owner with 1 development right in the Agricultural District can sell it to another person who then can build 3 dwelling units in the Medium Density District. These transfer ratios shall be reviewed on a regular basis by the Town Board.

Conservation Subdivisions

In addition to its TDR program, the Town is using an approach to subdivision design referred to as conservation subdivision design in an effort to maintain a rural landscape. Using this approach, a subdivider can create a subdivision with the same number of lots as otherwise permitted, except the lots are relatively small and a large percentage of the parcel is protected from future development.

As discussed in the following sections, this design approach is required in the Conservation Residential District. Exhibit J-2 depicts an example of how 8 lots might be laid out on a parcel with agricultural land, a woodlot and a stream.

It should be noted that this plan lays out the general framework for where conservation subdivisions are required. Following plan adoption, detailed regulations will be required that address a number of issues including review procedures, requirements for the undeveloped portion and criteria for determining where the housing cluster should be located. As required by state law, the University of Wisconsin Extension has prepared a model ordinance that addresses these and other considerations.

Land Use Districts

As shown on the Land Use Plan (Map J-4), this plan uses 9 different land use districts. Each are intended to accomplish unique objectives and consequently have different land use and development standards. Each are described below.

1. Agricultural District

- **Purpose:** This district is intended to protect farmland and minimize the amount of land taken out of production. A limited number of residential lots can be created consistent with standards established for the district.
- **Allowable Uses:** See Exhibit J-3.

What is a Conservation Subdivision?

A conservation subdivision according to state law is a "housing development in a rural setting that is characterized by compact lots and common open space, and where the natural features of land are maintained to the greatest extent possible."

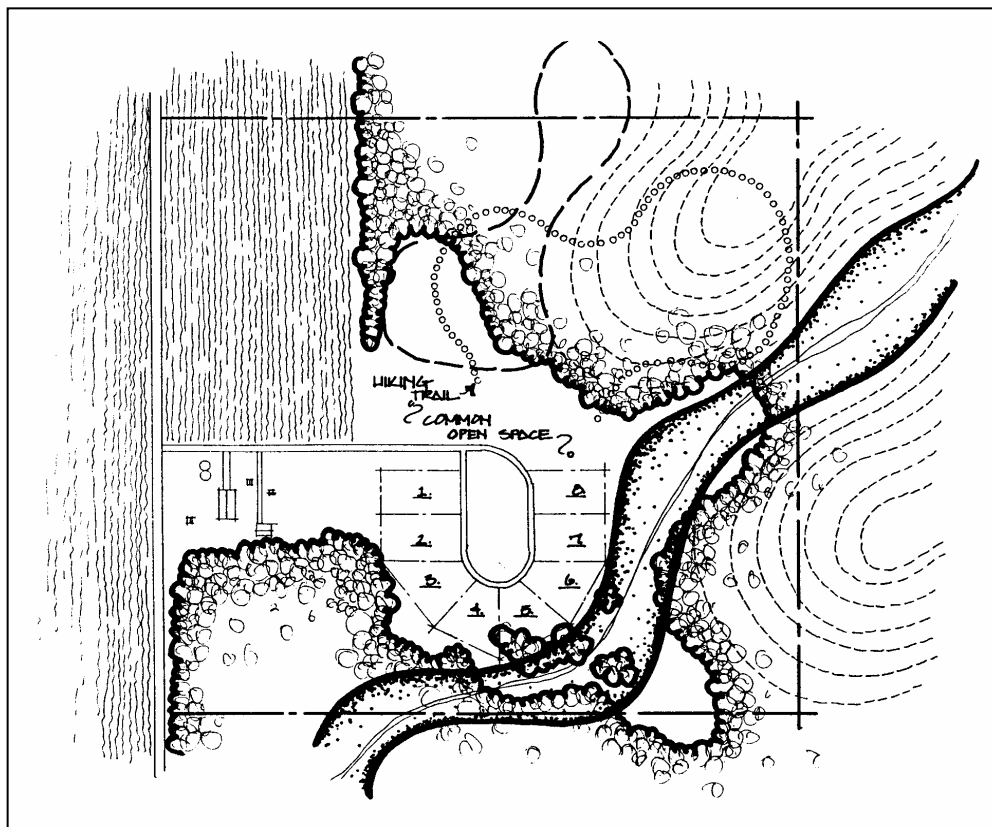
Wisconsin Statutes §66.1027

- **Use of Residential Development Units (RDUs):** In order to create a buildable lot in this district, a property owner must have a RDU based on the acreage they own in the district or from another parcel in the same ownership. At the landowner's discretion, RDUs originating from this district can be 1) used to create a buildable lot out of the parent tract from which it originated; 2) transferred to another parcel in the same ownership; or 3) transferred to one of the following districts at the rates specified in Table J-6: Conservation Residential District, Medium-Density Residential District or High-Density Residential District. All transferred RDUs must comply with the provisions of the district where they will be used.
- **Residential Density:** If a RDU is used in the Agricultural District to create a new vacant lot, said lot shall be no larger than two (2) acres. If the RDU is being used to create a lot that includes a farm residence and/or farm building(s) that existed as of the effective date of this plan, said lot shall be no larger than 10 acres. The intent of this provision is to maintain farmland in larger contiguous blocks to maximize efficiency and reduce fragmentation of parcels to the greatest extent practical. Lots created in the Agricultural District will be subject to review on a case-by-case basis based on development standards as adopted.

2. Conservation Residential District

- **Purpose:** This district is intended to retain the area's rural character, open space and agricultural land to the greatest extent practicable while allowing for some residential development.
- **Allowable Uses:** See Exhibit J-3.
- **Use of Residential Development Units (RDUs):** In order to create a buildable lot in this district, a property owner must have a RDU based on the property they own in the district or from the Agricultural District. All RDUs transferred into this district must comply with the provisions of this district. At the landowner's discretion, RDUs originating from this district can be used to create a buildable lot out of the parent

Exhibit J- 2. Example Design of a Conservation Subdivision



tract from which it originated.

- **Residential Density:** For subject tracts 10 acres or larger and that will have 4 or more lots, all land divisions shall conform to the development standards for conservation subdivisions as may be adopted. The regulations shall require that at least 60 percent of the subject tract be protected from further development in perpetuity, which is referred to as the reserve area. Density bonuses should be incorporated into the regulations so that as the proportion of the reserve area increases (beyond 60 percent), the number of allowable lots increases. With the exception of the lot encompassing the reserve area, all residential lots shall be no larger than two (2) acres.

3. Medium-Density Residential District

- **Purpose:** This district is intended to accommodate residential uses at moderate densities.
- **Allowable Uses:** See Exhibit J-3.
- **Use of Residential Development Units (RDUs):** In order to create a buildable lot in this district, a property owner must have a RDU based on the acreage they own or obtain a RDU originating in the Agricultural District. All RDUs transferred into this district must comply with the provisions of this district. At the landowner's discretion, RDUs originating from this district may be used to create a buildable lot out of the parent tract from which it originated.
- **Residential Density:** 0.5-acre lots to 1-acre lots.

4. High-Density Residential

- **Purpose:** This district is intended to accommodate residential uses at higher densities that would generally be consistent with the densities found along the west side of the Village. To achieve the highest densities allowable in this district, it will be necessary to connect to a central sewer system.
- **Allowable Uses:** See Exhibit J-3.
- **Use of Residential Development Units (RDUs):** In order to create a buildable lot in this district, a property owner must have a RDU based on the acreage they own in this district or obtain a RDU originating in the Agricultural District. All RDUs transferred into this district must comply with the provisions of this district.
- **Residential Density:** 0.2-acre lots to 0.5-acre lots with central sewer and 0.5-acre lots to 1-acre lots without central sewer. All new subdivisions that are within 400 feet of a central sewer line shall connect to the sewer system.

5. Commercial District

- **Purpose:** This district is intended to accommodate commercial activities that primarily serve people in the immediate area and provide employment opportunities for Town residents.
- **Allowable Uses:** See Exhibit J-3.

6. Agribusiness District

- **Purpose:** This district is intended to accommodate those businesses that are related to or support the continuation of agricultural production in the Town and in the region.
- **Allowable Uses:** See Exhibit J-3. Note: Commercial activities not directly and uniquely associated with agricultural activities are not permitted.

7. Limited Commercial District

- **Purpose:** This district is intended to accommodate those commercial activities that do not generate much traffic.
- **Allowable Uses:** See Exhibit J-3.

8. Open Space/Park District

- **Purpose:** This district is intended to advance several purposes depending on its location. An area along the western boundary of the Town is shown to provide an undeveloped buffer next to the Madison area. The other district shows property where the landowner intends to keep the property in an undeveloped condition.
- **Allowable Uses:** See Exhibit J-3.

9. Resource Protection District

- **Purpose:** This district is an overlay district intended to recognize those natural resources that are protected by local, state or federal regulations or that need special restrictions intended to protect the resource. Resources in this district include wetlands, floodplains and steep slopes.
- **Development Requirements:** All development shall conform to all local, state or federal regulations that may apply to these features. It is anticipated that some land in this district may be undevelopable because of such regulations.

Exhibit J-3 -- no change

Projections for Acreage Requirements

The amount of land needed to accommodate growth can vary widely depending on how a community wants to grow, the preferred development pattern and the number of vacant parcels within the municipal boundary suitable for various types of projects. Land acreage allocations for the Town were calculated as described below.

Step 1. As the first step, population projections were prepared for the next 20 years based on a preferred growth rate.

Step 2. Next, the number of households was calculated by applying an average household size to the projected population levels.

Step 3. Based on the projected number of households, the number of housing units required was calculated by applying a vacancy rate.

Step 4. Next, the preferred housing mix as a percentage of the total was determined. Table J-7 shows what percent of the total number of housing units will occur in each land use district where housing units are allowed. As shown, nearly two-thirds of the households will occur in the high-density residential district.

Table J-7. Housing Mix: 2000 to 2020

Land Use District	Percent of Total	Housing Units
High-Density Residential	64	203
Medium-Density Residential	14	44
Conservation/Residential	15	48
Agricultural	7	22
Total	100	317

Step 5. In this step, the number of housing units is converted to lots and adjusted upward to account for those lots that are purchased for speculation. Also, the number of lots was adjusted upward to ensure there are enough lots on the market to allow market forces to create competition and keep housing prices reasonable. The adjusted number of lots is shown in Table J-8. In this instance, 39 additional lots are added to account for these two factors.

Table J-8. Additional Dwelling Units by Time Period: 2000 to 2020

Land Use District	2000 to 2005	2006 to 2010	2011 to 2015	2016 to 2020	Total
High-Density Residential	75	71	50	31	227
Medium-Density Residential	5	5	10	30	50
Conservation/Residential	0	5	25	25	55
Agricultural	3	5	7	10	25
Total	83	86	92	95	356

Step 6. An inventory was then conducted to determine how many vacant lots there were in each of the residential districts. Because these lots are theoretically available to accommodate additional households that will form in the future, they were subtracted from the number of housing units needed in each district.

Step 7. As the last step, the number of lots was converted to acres by applying an average lot size in each of the residential districts. Lot sizes are shown in Table J-9. A factor was then used to adjust the land area requirements upward to account for roads and other infrastructure. The results are shown in Table J-10.

Table J-9. Average Lot Sizes by Land Use District

Land Use District	Average Lot Size
High-Density Residential	0.35
Medium-Density Residential	0.75
Conservation/Residential	1.0
Agricultural	2.0

Table J-10. Acres Needed to Accommodate Residential Growth by Time Period: 2000 to 2020

Land Use District	2000 to 2005	2006 to 2010	2011 to 2015	2016 to 2020	Total
High-Density Residential	42	40	28	17	127
Medium-Density Residential	6	6	12	36	60
Conservation/Residential	0	8	40	40	88
Agricultural	10	16	22	32	80
Total	58	70	102	125	355

It is recognized that the number of dwelling units actually constructed in any of the 4 land use districts may be more or less than what is projected depending in large part on the local and regional real estate market. However, if the total number of homes that are constructed in any given 5-year time period exceeds the projections and is causing undesirable effects, the Town may find it necessary to limit the number of homes that can be constructed in any given period of time.

As shown in Table J-5, there are about 350 unused RDUs in the Town. If all of these were used without transferring them, it would about match the number of new lots needed over the next 20 years to accommodate the Town's population growth. It is reasonable to assume that a portion of the RDUs in the Agricultural District will be transferred, thereby increasing the total number of available lots. Assuming, for example, that 65 percent of the RDUs in the Agricultural District were transferred to either the Medium Density District or the High Density District, an additional 335 lots would be available. If this were to happen, there would be enough lots for the next 35 years. The Town should maintain an up-to-date inventory of RDUs and also keep a list of those people with RDUs and who are willing to sell them.

Acreage requirements for commercial and industrial land uses were based on the Town's goals for economic development and expansion of its commercial tax base.

Table J-11 shows the number of acres that need to be designated for various land uses for 5-year increments throughout the planning period. As shown, 355 acres are needed to accommodate residential growth over the next 20 years and 480 acres for commercial/agribusiness purposes.

Table J-11. Acres Needed to Accommodate New Commercial Growth by Time Period: 2000 to 2020

Land Use District	2000 to 2005	2005 to 2010	2010 to 2015	2015 to 2020	Total
Agribusiness	185	0	0	0	185
Commercial	85	70	60	80	295
Total	270	70	60	80	480

Future Land Use Plan

Based on the preferred development concept, a detailed Land Use Plan map was prepared that shows when various areas will be developed in 5-year increments (Map J-4). In keeping with the overall intent of this plan, a significant portion of the Town is designated for agricultural purposes. Areas are designated for conservation subdivisions, which are intended to help preserve some of the Town's rural character and important natural resources. Commercial development is anticipated in several areas. An agribusiness park is also envisioned that would complement the Town's existing agricultural base.

Map J-4 Land Use Plan: 2000 to 2020